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REPORT OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES, QUESTIONS RELATING TO REFUGEES, RETURNEES AND DISPLACED PERSONS AND HUMANITARIAN QUESTIONS

Assistance to refugees, returnees and displaced persons in Africa

Report of the Secretary-General

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I. INTRODUCTION

1. By its resolution 47/107 of 16 December 1992, the General Assembly, inter alia,

(a) Appealed to Member States, international organizations and non-governmental organizations to provide adequate material, financial and technical assistance for relief and rehabilitation programmes for the large number of refugees, voluntary returnees and displaced persons and victims of natural disasters;

(b) Requested all Governments and intergovernmental and non-governmental organizations to pay particular attention to the special needs of refugee women and children;

(c) Called upon the Secretary-General, the High Commissioner for Refugees, the Department of Humanitarian Affairs of the Secretariat and United Nations humanitarian agencies to continue their efforts to mobilize humanitarian assistance for the relief, repatriation, rehabilitation and resettlement of refugees, returnees and displaced persons, including those refugees in urban areas;

(d) Requested the Secretary-General to continue his efforts to mobilize adequate financial and material assistance for the full implementation of ongoing projects in rural and urban areas affected by the presence of refugees, returnees and displaced persons;

(e) Requested the High Commissioner to continue her efforts with the appropriate United Nations agencies and intergovernmental, governmental and non-governmental organizations in order to consolidate and increase essential services to refugees, returnees and displaced persons.

2. The General Assembly also requested the Secretary-General to submit a comprehensive and consolidated report on the implementation of the resolution to the Assembly at its forty-eighth session. The present report is based on information supplied by entities of the United Nations system concerning actions taken in compliance with resolution 47/107, and covers the period from December 1992 to July 1993.

II. ACTION TAKEN BY THE UNITED NATIONS SYSTEM

A. Department of Humanitarian Affairs of the Secretariat

Mozambique

3. The Department of Humanitarian Affairs established the United Nations Office for Humanitarian Assistance Coordination in Mozambique (UNOHAC) within the structure of the United Nations Operation in Mozambique (UNOMOZ) to oversee the implementation of humanitarian assistance activities in Mozambique, as outlined in the Declaration of Guiding Principles for Humanitarian Assistance, adopted by the Government of Mozambique and the "Resistencia Nacional

Mozambicana" (RENAMO) in July 1992. UNOHAC's activities are aimed at buttressing the role of humanitarian aid in promoting the process of national reconciliation and continued peace. Special efforts have been made to reach populations living in RENAMO-held areas with both food and non-food aid. A joint technical committee, which includes representatives of the Government and RENAMO, as well as the concerned United Nations agencies, has continued to function under the aegis of UNOHAC, serving as the principle forum for channelling requests and reports relating to populations in RENAMO areas. UNOHAC has central staff working in all sectors to coordinate the activities of United Nations agencies, bilateral agencies and non-governmental organizations (NGOs) in the field of humanitarian assistance.

4. The goals of humanitarian assistance activities in Mozambique are conditioned by the massive population movements projected to continue throughout the year. The major factors that will determine the pace of resettlement are the opening of roads; the agricultural cycle; the perception of physical and food security in the destination zones; and the availability of services and infrastructure in resettlement areas. UNOHAC is actively addressing this by coordinating activities in each of these areas.

5. Almost half of all resources recorded under the UNOHAC-administered Consolidated Humanitarian Assistance Programme (presented at the Maputo Donors Conference of 8-9 June 1993) are devoted to restoring basic services, through sectoral and integrated area-based programmes, in the fields of agricultural production, health care, water supply, sanitation, education and physical infrastructure. UNOHAC has also coordinated a national mine survey and implemented a programme of immediate mine clearance of priority access-roads all over the country, enabling the rehabilitation of the productive and social sectors.

Angola

6. On 3 June 1993, the Department held a Donors Meeting on Angola in Geneva, where the special representative of the Secretary-General in Angola presented the United Nations Consolidated Appeal for Angola. The outcome of an April 1993 mission dispatched by the Under-Secretary-General for Humanitarian Affairs, the appeal adopted a sectoral approach which emphasized integration and complementarity between the United Nations agencies and cooperating international and local NGOs. The appeal noted a total of 1,963,000 beneficiaries, broken down as follows: 1,251,000 conflict-affected persons, 344,000 displaced persons (defined as people removed from the resources of their place of origin and thus dependent on external food aid), 256,000 drought-affected persons and 112,000 returnees. It has designed its programmes to coincide with the needs of these groups.

7. The Humanitarian Assistance Coordination Unit in Luanda (UCAH), working under the general supervision of the special representative of the Secretary-General, has, since its creation in May 1993, strengthened emergency operations that assist refugees and displaced persons directly by developing a policy framework - particularly with respect to questions of access, disseminating emergency relief information and data, maintaining contact with NGOs and donors, and monitoring and facilitating air support and communications.

8. The Drought Emergency for Southern Africa programme of the Department has played an essential role in providing multifaceted and intersectoral operational support to UCAH. The programme has been responsible for, inter alia, providing regular tracking reports on financial contributions; assisting UCAH in resource mobilization; participating in inter-agency multi-sectoral review exercises to attain programme objectives and to provide wide-ranging field support to UCAH and the special representative of the Secretary-General on humanitarian matters.

Drought Emergency for Southern Africa programme

9. The 1991-1992 programme was launched jointly by the Department and the Southern African Development Coordination Conference (SADCC) in June 1992. The programme, currently in its final, assessment phase, made provisions for the food requirements of refugees in Malawi (66,672 mt for 1 million refugees), Zimbabwe (7,200 mt for 100,000 refugees), Mozambique (234,000 mt for 1.87 million internally displaced persons) and Angola (35,718 mt for 827,000 displaced persons and returnees).

Rwanda

10. In response to the displacement of 900,000 Rwandese between October 1990 and February 1993, a Department-led inter-agency mission was fielded between 18 and 25 March 1993 to assess the humanitarian needs of this group. Following this mission and a review of its findings in Geneva by an inter-agency working group, the United Nations inter-agency appeal for Rwanda was launched. The appeal presents priority emergency relief projects, undertaken by the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the Department, aimed at benefiting the displaced.

11. Additionally, an Emergency Unit of the Department is active in Rwanda, working under the supervision of the Resident Coordinator to assist him in regular assessments of the emergency needs of the displaced; to promote and facilitate the response of the United Nations system and its partners to the crisis; collect data, analyse and disseminate emergency information; and to report, through the Department, to the international community.

Horn of Africa

Djibouti

12. In addition to its refugee population, which constitutes a major portion of the country's total populations, tens of thousands of Djiboutians were internally displaced during 1993 by the same conflict that created thousands of Djiboutian refugees in Ethiopia and Eritrea. The relief needs of these internally displaced persons have, in the main, been adequately addressed by NGOs, the International Committee of the Red Cross (ICRC), and others, obviating the need for a United Nations assistance appeal.

Eritrea

13. Since May 1991, Eritrea has enjoyed a period of peace that contrasts sharply with the preceding decades of warfare. Nevertheless, the war years have left much of the country's physical infrastructure damaged or destroyed. The combination of man-made devastation and the recurrent drought of recent years has given rise to major relief needs, although the context has shifted from one characterized by massive emergency relief requirements to a situation which includes some relief as well as major post-disaster rehabilitation needs.

14. During 1993, two appeals have been launched for Eritrea. The earlier appeal in January 1993 for $80.5 million included $51.4 million for emergency food needs for 1,560,000 war- and drought-affected Eritreans, including 200,000 internally displaced persons. At 31 August 1993, United Nations agencies reported the receipt of $17.8 million (22 per cent of funds requested) against this appeal. A second appeal, the Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea (PROFERI), launched jointly by the Government of Eritrea and the Department on 6 July 1993, seeks funds to repatriate up to 500,000 Eritrean refugees from the Sudan over a three-year period and to rehabilitate their resettlement areas. The full funding requirements are $262 million, of which $111 million are requested for the first year. As of mid-September 1993, $32 million had been pledged, although significantly less has thus far actually been received. The Government is currently assessing what action can be taken with this level of funding.

Ethiopia

15. While significant relief needs continue to exist in Ethiopia during 1993, the overall emphasis has been shifted to rehabilitation efforts. The Department supported humanitarian assistance efforts in Ethiopia through the Office of the United Nations Resident Coordinator and the United Nations Emergency Prevention and Preparedness Group (EPPG) that operated under the Coordinator. During the past 12 months, inter-agency efforts have concentrated on providing emergency assistance to about 5 million people, mainly victims of drought, former soldiers and their families, several hundred thousand returnees from Somalia and internally displaced persons. This also includes an unabated influx of Sudanese refugees, as well as a number of Kenyan and a small group of Djiboutian refugees.

16. An especially noteworthy feature of the relief effort in Ethiopia is the cross-mandate approach used in many areas. Under this approach, those in need are assisted by the relevant United Nations agencies, the Government, and others in a unified programme regardless of their overall category (e.g., returning refugees, internally displaced persons), with EPPG playing an important coordination role in these efforts.

17. The United Nations consolidated inter-agency appeal for Ethiopia, launched in January 1993, sought $299.9 million to support such efforts. At 31 August, United Nations agencies reported the receipt of $116.5 million, or 38.9 per cent of funds requested.

Kenya

18. During 1993 Kenya has been faced with multiple humanitarian needs, including the needs for drought relief as well as drought recovery efforts (e.g. seeds, tools, veterinary aid, etc.), assistance for refugees in Kenya (primarily from Somalia), and cross-border efforts to promote stability on both sides of the borders with Somalia and Ethiopia and help create the conditions for the voluntary repatriation of refugees in Kenya to these countries. In January 1993, the Department facilitated the development of a consolidated inter-agency United Nations appeal for Kenya for $192 million. At 31 August the nine United Nations agencies requesting funds reported receiving $75.4 million, or 39 per cent of the amount requested.

19. During 1993, the office of the United Nations Resident Coordinator in Kenya has facilitated further study of the needs of the 200,000 to 250,000 Kenyans who have been internally displaced by inter-communal clashes over land issues, mainly in parts of the Rift Valley, Nyanza and western provinces of Kenya. It is anticipated that further assistance will be sought to augment the ongoing efforts of the Government, United Nations, NGOs, churches, the donor community and United Nations agencies to assist with reconciliation and to address the relief and rehabilitation needs of these persons.

Somalia

20. Following a mission to Somalia by the Under-Secretary-General of the Department for Humanitarian Affairs and the Executive Director of UNICEF, a 100-Day Action Programme for Accelerated Humanitarian Assistance for Somalia was launched in October 1992 to accelerate relief programmes for the over 1 million Somalis at risk from starvation. This programme concentrated on expanding relief operations, particularly the quantity of food to inland areas of southern and central Somalia, where the greatest number of people threatened by famine were located. A large proportion of these families had been displaced because of fighting or lack of food in their homes. Extensive relief activities, including well construction, establishment of primary health care facilities and airdrops of food, were also undertaken to stem population movements and provide immediate life-saving interventions.

21. The Department facilitates humanitarian assistance linked to displaced persons, refugees, and returnees through the office of the Coordinator for Humanitarian Relief and Rehabilitation in Mogadishu (UNOSOM) in conjunction with United Nations agencies and NGOs.

22. The 100-Day Plan was followed in March 1993 by the Consolidated Appeal of 1993, which was launched to continue the programme begun under the 100-Day Plan. The Appeal requested $159 million. As at 31 August, $29.9 million, or 18.7 per cent of the funds requested, had been received.

23. A humanitarian conference attended by United Nations agencies, donor Governments and NGOs was held in March 1993 in Addis Ababa to discuss and plan the future humanitarian programme for Somalia, including projects to assist the large numbers of displaced persons. The conclusions of the humanitarian conference were endorsed by the 15 political factions that attended the Agreement on National Reconciliation in Addis Ababa two weeks later.

24. As a result of the humanitarian conference, and in coordination with the UNOSOM humanitarian office, a programme was launched in March 1993 to assist 60,000 displaced persons, as well as 200,000 Somali refugees in Kenya (of the estimated total of 800,000 Somali refugees then in neighbouring countries), to return to their home areas. The Office of the United Nations High Commissioner for Refugees (UNHCR) has implemented Quick Impact Projects (QIPs) throughout the country, particularly in northern Somalia, Gedo, and the Middle and Lower Juba regions. The repatriation activities have been undertaken in coordination with FAO, UNICEF, WFP, and over 30 other international and national NGOs, which together have contributed to the agricultural inputs, food, basic health and water services needed.

25. Despite incidents of isolated banditry throughout the country rehabilitation activities have continued in areas outside Mogadishu focusing on the education, agriculture and health sectors. In September 1993, UNHCR, in coordination with the Department-led Consolidated Appeal for Somalia, launched an appeal for $86 million to cover the transportation and initial resettlement programmes.

Sudan

26. In January 1993, the Department facilitated the establishment of a United Nations inter-agency consolidated appeal for humanitarian assistance efforts in the Sudan. A significant portion of this funding and subsequent programme implementation has focused on assisting internally displaced persons, primarily through Operation Lifeline Sudan. In early 1993, United Nations agencies estimated that 1.7 million persons were displaced in southern Sudan and other areas, including 150,000 residing in camps in and around Khartoum. Since many others have settled spontaneously and others remained unassessed, the actual figure for the displaced is probably considerably higher. These figures will be reassessed in late 1993 as part of the preparations for the 1994 consolidated inter-agency appeal. Of the funds requested in the 1993 appeal, $83 million, or 40.9 per cent of the total requested, had been received by the United Nations agencies at 31 August.

27. Part of the Department's role in the Sudan has been to help facilitate addressing matters such as obtaining access to all those in need, the overall context in which NGOs operate, and the coordination of various parts of Operation Lifeline Sudan operations. Much of this work is done through the office of the United Nations Special Representative for Emergency Relief Operations in Khartoum, and his United Nations Emergency Unit, as well as through the office of the Coordinator of Operation Lifeline Sudan/Southern Sector in Nairobi. Such efforts have been strengthened by the appointment in 1993 of the Special Envoy of the Secretary-General for the Sudan.

Special Emergency Programme for the Horn of Africa

28. Within the Department's office in Geneva, the Special Emergency Programme for the Horn of Africa (SEPHA) covers the six countries of the Horn of Africa: Djibouti, Eritrea, Ethiopia, Kenya, Somalia and the Sudan. SEPHA was originally established in September 1991, but was dismantled in January 1992 prior to the creation of DHA. In its present incarnation, SEPHA has existed since October 1992. Its main task is to facilitate the coordination of United Nations

relief and short-term rehabilitation efforts in the Horn of Africa. This entails, inter alia, coordinating SEPHA appeals, tracking donor contributions against these appeals, reporting regularly on United Nations humanitarian assistance activities and on outstanding needs in the region, and providing support to those charged with in-country United Nations inter-agency coordination.

Consolidated Appeal Process

29. The Department is leading a United Nations/NGO review of the Consolidated Appeal Process - one of the mechanisms of coordination and resource mobilization contained in General Assembly resolution 46/182. The review aims to increase the effectiveness of the Consolidated Appeal Process in coordinating the response of the international community towards complex emergencies. These emergencies frequently involve conflict and demand a system-wide response, including, in addition to United Nations agencies, NGOs, ICRC, donor governments and national authorities. The first stage of the review is scheduled to be completed for the approval of the October 1993 meeting of the Inter-Agency Standing Committee meeting.

B. World Food Programme

30. The strategy of WFP with respect to refugees and returnees is to:

(a) Assist refugees in their country of asylum by endeavouring to meet their basic food needs, where these cannot be met by other means;

(b) Encourage refugee self-sufficiency, where feasible, by promoting food production and other income-generating activities in the country of asylum;

(c) Encourage either the permanent settlement and integration of refugees in host countries, or their repatriation to and resettlement in their countries of origin.

31. That strategy reflects the close partnership between WFP and UNHCR, most recently manifested in the effective implementation, since 1 January 1992, of the "Revised Working Arrangements". Under these arrangements, WFP assumes responsibility for mobilizing the totality of basic food requirements as well as the related external transport and internal transport, storage and handling costs in all jointly assessed refugee and returnee situations where the caseload exceeds 1,000 beneficiaries. Furthermore, as prescribed under the second phase of this collaboration, in effect since 1 January 1993, WFP also manages internal transport and delivery of food consignments to the extended delivery points within the recipient countries concerned.

32. Projected emergency requirements for 1993 amount to nearly 3 million metric tonnes (mt) in some 50 different refugee, returnee and internally displaced feeding operations, two thirds of which are located in sub-Saharan Africa. New and additional commitments of over 400,000 mt of food together with related ocean freight and internal transport costs have been handled by WFP between August 1992 and July 1993 for refugee and returnee operations in Africa. These

operations have cost WFP over $183 million and are assisting some 2.2 million persons in 20 countries.

33. Among the major refugee operations in Africa in which WFP is involved are the following:

(a) In the Liberia region, WFP is assisting over 2 million victims of the three-year-old civil conflict, of whom some 800,000 are refugees in Guinea, Côte d'Ivoire and Sierra Leone, with the remainder being internally displaced persons in Liberia and Sierra Leone. This operation involves an annual food commitment of over 360,000 mt;

(b) In Malawi, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe, WFP continues to assist over 1.2 million Mozambican refugees who require over 260,000 mt of food annually. With the recent improvement in the security situation in Mozambique, WFP, together with UNHCR, is planning a major repatriation operation in this region;

(c) WFP is assisting some 930,000 refugees in Ethiopia, the Sudan, Djibouti and Kenya, with a 1993 commitment of more than 250,000 mt of food at a cost of over $116 million. Brighter prospects for peace and stability in the region have already resulted in decreasing numbers of Somali refugees in Ethiopia and, to a lesser extent, Kenya. Plans are under way to assist in the voluntary repatriation of many of the more than 300,000 Ethiopian and Eritrean refugees in the Sudan.

34. WFP is also assisting with the supply and delivery of food to several other smaller refugee populations in Benin, Burundi, the Central African Republic, the Congo, Ghana, Guinea-Bissau, Mauritania, Uganda, Zaire and Burkina Faso, which involve food commitments of some 40,000 mt to over 400,000 persons.

35. In addition to refugees, over 6 million displaced persons are currently receiving food assistance from WFP in Angola, Liberia, Rwanda, Sierra Leone, Somalia and the Sudan. The combined commitments of WFP for these operations for the 12-month period involve over 660,000 mt of food at a total cost of some $350 million. WFP is also supporting the efforts of Governments in several other African countries, including Ethiopia and Mozambique, to facilitate the return of persons displaced by civil conflicts.

C. United Nations Centre for Human Settlements

36. The United Nations Centre for Human Settlements (Habitat) continues to explore ways and means of providing assistance to refugees, returnees and displaced persons, particularly in the fields of settlement planning, sanitation, water supply and basic community service. A number of activities have been initiated in various countries either under the umbrella of their national shelter strategy, or as ongoing projects, using funds derived mainly from UNDP and international assistance donors and, to a lesser extent, from Habitat's own limited resources. However, the responses of host Governments to efforts to provide direct assistance to refugees have generally not been encouraging as, despite evidence to the contrary, the refugee problem is considered to be of short duration. Hence, any durable structure erected for

refugees is seen as encouraging permanent settlement. Moreover, progress in this area is severely hampered by lack of resources, as Habitat has no budgetary resources earmarked exclusively for refugees.

37. The following is a summary of the most recent activities undertaken by Habitat to assist refugees, returnees and displaced persons in African countries.

Eritrea

38. Habitat participated in an inter-agency mission to Eritrea in May 1993 which reviewed and revised the "Repatriation and Reintegration Programme for 500,000 Eritrean Refugees from Sudan". Habitat contributed to the section on shelter development in close collaboration with other mission members who concentrated on sections dealing with agriculture, education, health and sanitation. The sector reports were incorporated into an appeal document entitled "Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea" (PROFERI), which was presented to donors at a pledging conference in Geneva on 6 July 1993.

39. PROFERI is a three year and three month programme designed to provide an essential first step in the longer-term process of social and economic development in areas where the returnees will settle. An essential part of the programme is therefore to put in place the mechanisms and materials necessary to enable returnees to provide basic services and construct shelter in such a way that they will continue to benefit from the skills and employment opportunities created.

40. During the first phase of the programme, which began on 1 July 1993, Habitat will provide advice on planning of settlement areas, the development of appropriate infrastructure, the creation of credit mechanisms, building materials manufacture and construction techniques prior to the expected commencement of repatriation on 1 February 1994.

Ethiopia

41. At the request of the Government through UNDP, Addis Ababa, Habitat is contributing to the formulation of the Health and Basic Needs Sub-Programme of the National Programme for Capacity Building and Sustained Human Resource Development and Utilization. This programme provides a framework for the long-term improvement of the health status of the population to enable them to be socially and economically more productive. Sub-components of the programme will specifically target displaced persons who have been particularly affected by the civil war and increased incidence of famine, and who have moved to urban areas seeking relief. Habitat is contributing expertise on methods of providing the poor and displaced with sound and affordable shelter, improved and affordable water supplies and sanitation, and improved access to land.

Kenya

42. At the request of UNDP, Nairobi, Habitat contributed to the Kenya Drought Recovery Programme by investigating the needs of rapidly growing urban centres in drought-affected areas. An identification mission visited Isiolo, Mandera

and Wajir in January 1993 and formulated a subprogramme for assistance in the areas of sanitation, urban land servicing and the planning and management of human settlements. The proposals are currently being detailed for funding by bilateral donors.

Liberia

43. At the request of the Interim Government of Liberia, Habitat fielded a mission of two consultants in May and June 1993 to review the shelter sector situation and to prepare a proposal for addressing the needs of displaced persons and returnees in Liberia. The mission worked with Government officials and representatives of UNDP and the United Nations Emergency Relief Operations Liberia - Office of the Special Coordinator (UNSCOL).

44. The consultants' report on the shelter and human settlements sector, currently under preparation, will be integrated into a full programme to address the needs of returnees and displaced persons in Liberia. This will include a subprogramme designed to ensure a smooth transition from the current relief stages to a long-term rehabilitation and reconstruction programme for human settlements.

Mozambique

45. Habitat is involved in a UNDP-funded project to formulate an urban development and shelter programme for Mozambique. The programme includes the provision of basic urban services and income-generating opportunities in the settlements on the outskirts of cities that have grown rapidly as a result of the influx of returnees and displaced persons trying to make a home in these areas. Programme components will be funded by the World Bank, bilateral agencies and UNDP.

Somalia

46. Following the improvement in the conditions that had led to the cancellation of a United Nations inter-agency mission to Somalia in October 1991, Habitat has conveyed to UNDP, Mogadishu, its readiness to participate in another assessment mission to identify housing and infrastructure needs, including human settlement assistance and rehabilitation for displaced persons in Mogadishu and other major towns.

Sudan

47. At the request of UNDP, Khartoum, Habitat prepared a draft project document on "Services for the urban poor". The project aims to improve settlement planning and upgrading policies and procedures, provide improved basic urban services to the urban poor, and develop income-generating and income-support activities. Among the first beneficiaries will be those households recently relocated from unauthorized settlements in Khartoum. The project will continue for two years and is budgeted at $9.5 million. The project document was submitted to UNDP, Khartoum, in July 1992 and is still under review.

Zimbabwe

48. At the request of the Ministry of Local Government, Urban and Rural Development, Habitat provided assistance to review the implications of the 1991-1992 drought with special reference to migration to urban areas. A proposal, presently under government consideration, was formulated to provide assistance to local authorities to help them plan for and manage rapid urban growth.

D. Office of the United Nations High Commissioner for Refugees

49. The African continent has continued to be plagued by refugee crises since the General Assembly adopted resolution 47/107. The continent hosts some 6 million refugees - a third of the world's refugee population - while an estimated 15 million Africans have become internally displaced persons. Successive emergencies have affected millions of drought victims, refugees, returnees and internally displaced persons in Angola, Benin, Ghana, Guinea, the Horn of Africa, Kenya, Liberia, Mozambique, Sierra Leone and the Sudan.

50. The root causes of population movements and refugee flows continued to be both natural and man-made, with combinations of political, military, economic, climatic and environmental factors varying from situation to situation. Massive population movements and famine, together with the disruption of already limited social services, have created unprecedented levels of hardship and suffering in many parts of the continent.

51. The continued escalation of conflicts in a number of countries has caused persistent or new refugee flows and necessitated the inauguration of new emergency assistance programmes or implementation of innovative approaches to assistance aimed at promoting durable solutions. Notwithstanding progress in the process of democratization and the consequent prospects for solutions, notably through voluntary repatriation, the United Nations has been obliged to focus on improving emergency response and coordination of assistance efforts against a backdrop of deteriorating security conditions for the affected populations themselves, United Nations personnel and implementing partner staff.

52. In spite of this sobering picture, the recent impetus towards peace and democracy in many parts of Africa has given cause for hope by creating opportunities or improving prospects for voluntary repatriation, the most favoured durable solution. Although this hope has been tempered by renewed tension or open conflict in some countries, such as Angola, UNHCR and other agencies and programmes of the United Nations system are marshalling their efforts, together with those of the relevant authorities in countries of asylum and of return, and many NGOs to prepare for or implement repatriation programmes for hundreds of thousands of refugees throughout the continent. Notable among these is the impending repatriation of over 1 million Mozambican refugees in one of the largest organized repatriation movements ever implemented in Africa.

West Africa

53. Since the forty-seventh session of the General Assembly, the refugee situation in West Africa continued to be characterized by the massive presence

of Liberian refugees in neighbouring countries, as well as of some 250,000 Sierra Leonean refugees in Guinea and Liberia. In January 1993, the region faced a new refugee emergency with the massive outflow of some 280,000 Togolese refugees to Benin and Ghana. Notwithstanding the generous hospitality extended by the asylum countries and the local population, UNHCR began to provide emergency assistance to this new group of refugees, established a presence in Benin and Ghana to facilitate implementation of an emergency relief programme and, in May 1993, launched an appeal for $9.9 million.

54. While no effort has been spared at the subregional, regional and international levels to find a lasting solution to the Liberian crisis, the entire region continues to suffer the consequences of an intensification of the conflict in mid-October 1992, which has brought spontaneous repatriation movements to a halt and increased the number and the suffering of internally displaced Liberians and Sierra Leonean refugees who have sought asylum in the country. UNHCR continues to provide humanitarian assistance to West African countries hosting Liberian refugees, who numbered some 670,000 at May 1993. The repatriation of Sierra Leonean refugees to Freetown has also been affected by the intensified conflict, although some 5,000 had repatriated with UNHCR assistance by the end of 1992 and another 200 by the end of the first quarter of 1993. Liberian refugees continue to pour into Côte d'Ivoire and Guinea.

55. The Secretary-General's Special Envoy, appointed in November 1992, continued his efforts in close cooperation with the Economic Community of West African States (ECOWAS) to sensitize the major parties to the need for adherence to the Yamoussoukro IV Accord and a speedy end to the conflict.

56. Following the first part of the Special Representative's mission to West Africa, during which he held extensive consultations with all parties to the conflict, indications were that all the warring factions will continue to accept the Yamoussoukro IV Accord as the most realistic foundation upon which a durable peace can be constructed. On this basis, the Special Representative is continuing his negotiations.

57. Three parties to the Liberian conflict (the National Patriotic Front of Liberia, the United Liberation Movement for Democracy in Liberia and the Interim Government of National Unity) met at Geneva from 10 to 17 July 1993 to engage in a friendly and conciliatory dialogue with a view to advancing the search for a peaceful and lasting settlement of the Liberian crisis in accordance with the ECOWAS Peace Plan and Yamoussoukro Accords.

58. On 17 July 1993, the parties to the Liberian conflict agreed to a cease-fire, the establishment of a united transitional civil government and the holding of general elections seven months after the signing of a comprehensive Peace Agreement at Cotonou on 24 July 1993. The parties also agreed to mount humanitarian assistance for all needy Liberians and to the eventual repatriation and reintegration of refugees back to Liberia. Pending a resolution to the crisis, UNHCR will continue to provide humanitarian assistance to West African countries hosting Liberian refugees.

59. Although conditions in Liberia and Sierra Leone were not yet conducive to the promotion of an organized large-scale voluntary repatriation exercise, UNHCR assisted in the repatriation of 6,413 Sierra Leoneans and 19,098 Liberians

between 15 October 1992 and 30 January 1993, and provided emergency relief assistance to Sierra Leoneans in the interior of the country.

60. While developments in the region give cause for concern, there is now hope for the repatriation of Malian Tuareg refugees, who have begun to repatriate spontaneously to the Gao, Meneka and Kidal regions of northern Mali. The International Fund for Agricultural Development (IFAD) has revived its activities for the displaced in the Kidal region and is working on reviewing with UNHCR the extent to which an integrated programme for the reintegration of displaced persons and returnees may be drawn up.

Horn of Africa

61. Throughout the Horn of Africa, refugee and returnee emergencies co-exist with large-scale situations of internal displacement, civil conflict and drought. Faced with the daunting scale of humanitarian needs, creative and flexible assistance approaches are being adopted. In Ethiopia, for example, various United Nations and government agencies, as well as NGOs, are operating under the cross-mandate approach, which involves pooling the financial, material and human resources of the bodies concerned to assist all categories of persons in need in the same geographic area.

62. As at June 1993, Ethiopia hosted 335,503 refugees, comprising 300,000 Somali refugees in the east and 35,503 mainly Sudanese refugees in the west, as well as some 585,373 Ethiopian returnees from Kenya, the Sudan and Somalia, and numerous internally displaced persons. Since June 1992, Ethiopia has had to cope with a new influx of Sudanese refugees into the Gambella region. Emphasis is being given to facilitating the repatriation of the approximately 300,000 Somali refugees in eastern Ethiopia to north-west Somalia, where significant numbers of Somali refugees have already returned spontaneously. In this effort, the United Nations system will focus on the rehabilitation of areas to which refugees are likely to return. The cross-mandate approach was developed to facilitate the delivery of assistance to all needy persons in the same community or locality, particularly in eastern and southern Ethiopia as well as in the Ogaden, without categorization by status. The significance and strength of the cross-mandate approach lies in its attempt to assist equitably the needy and affected populations through the implementation of community-based rehabilitation projects with the participation and coordinated efforts and resources of all relevant agencies. Mixed populations of refugees, returnees, displaced persons, demobilized soldiers, victims of conflict and drought benefit equally, be it from distribution of rations or rehabilitation/recovery projects. Furthermore, preparatory consultations and activities are under way for the imminent reception of some 50,000 Ethiopian returnees who are expected to repatriate from the Sudan to Tigray and neighbouring provinces in northern Ethiopia following the signing of a tripartite memorandum of understanding between the Governments of Ethiopia and the Sudan, as well as UNHCR, on 2 February 1993.

63. The disintegration of law and order in Somalia and the collapse of government authority, with the consequent rise in insecurity, left the United Nations with the burden of caring for almost 1 million Somali refugees in neighbouring countries, notably Kenya, where, with an average of 900 refugees entering the country daily, the refugee situation was one of the fastest growing

emergencies in 1992. The tide appears to be turning. After peaking at 427,000 in mid-December 1992, the number of assisted refugees in Kenya fell to below 390,000 in June 1993. Although influxes of Sudanese to Kakuma and of Somalis to the coastal camps continue, the prospects for voluntary repatriation to Somalia and Ethiopia have improved and will be pursued. Some 50,000 Ethiopians repatriated to southern Ethiopia in the first quarter of 1993.

64. The persistent security problems facing north-eastern Kenya pose a challenge not only to the Kenyan authorities but to the international community as a whole. The negative impact of insecurity on programme delivery in Kenya and elsewhere on the continent cannot be overstated and could imperil the delivery of humanitarian assistance unless addressed in a concerted manner by the Kenyan authorities and the international community. Furthermore, an estimated 100,000 to 150,000 persons remain internally displaced in Kenya following clashes between ethnic groups in the western and central areas of the country. Continued assistance for this population is required pending the emergence of conditions that will allow their return home. In Somalia, the Conference on National Reconciliation, which was held at Addis Ababa in late March 1993, and resulted in positive agreements between the various factions, has yet to be put in place. The deployment of the Unified Task Force (UNITAF) was intended to increase the ready availability of food by improving security for vital relief operations. Overall, the first months of 1993 showed a dramatic improvement in the ability to provide relief aid to those in need and a resulting dramatic drop in mortality and morbidity rates.

65. The difficulties of access from within Somalia to the Somali/Kenyan border areas due to mined roads and insecurity made it necessary for UNHCR to launch a cross-border operation in September 1992 with the aim of contributing to stabilizing affected populations within Somalia and reducing the imperative to seek asylum abroad, while creating conditions conducive to the eventual voluntary repatriation in safety and dignity of those presently in Kenya. To this end, over 170 Quick Impact Projects have been initiated from three bases inside Kenya and five in Somalia. A plan for a similar cross-border operation from eastern Ethiopia and Djibouti to north-west Somalia is being implemented by UNHCR with the aim of facilitating the return of refugees in their home areas. Improved security within Somalia in the area along the Kenya-Somalia border, with support from UNOSOM II, could help to trigger major returnee movements from Kenya.

66. In the Sudan, continuing armed conflict, often combined with natural disasters such as floods, has taken an enormous toll on the civilian population. This has led to a continuous flow of Sudanese refugees into Ethiopia, Kenya, Uganda and Zaire. It has also resulted in the massive internal displacement of over 1.7 million persons in southern Sudan, the transitional areas between the north and the south, and in urban areas, particularly Khartoum. These persons are in desperate need of a broad range of assistance, including food, medical supplies, water and shelter. United Nations agencies and NGOs participating in Operation Lifeline Sudan are continuing their efforts to provide aid, but access to those in need has been problematic, owing especially to ongoing security problems.

67. The repatriation of the residual caseload of 2,700 Ugandan refugees from the Juba area in southern Sudan was successfully completed in February 1992 in

cooperation with WFP. In addition to the 3,000 Chadians who repatriated during May and June 1992, another 11,000 returned in early 1993 to the provinces of Abeche and Biltine. With the completion of this operation, UNHCR closed its sub-office in El Geneina. The first group of Eritreans will be able to repatriate during the second half of 1993.

68. In Djibouti, at the crossroads of the Horn of Africa, UNHCR was providing assistance to some 20,000 refugees of Somali and Ethiopian origin in four camps in June 1993. The recent action by the Government of Djibouti to transfer refugees and displaced populations in Djibouti-ville to existing refugee camps has put a strain on the limited facilities available in the camps of Aour-Aoussa, Ali-Adde and Holl-Holl. Some 5,000 refugees had been transferred by June 1993. Efforts are under way to improve facilities in anticipation of the additional transfer of an estimated 30,000 urban refugees and internally displaced persons.

69. Since December 1992, some 20,000 Zairian refugees have crossed the border into Uganda, necessitating the establishment of an assistance programme. Some of these new arrivals have been transferred to camps previously used for Rwandese refugees. Care and maintenance assistance, including food and health facilities, are being provided by UNHCR in coordination with the Ugandan Government, WFP and a range of NGOs.

Central Africa

70. During the reporting period, the refugee situation in central Africa has been marked by the escalation of war in Angola, the renewal of fighting in northern Rwanda, the resurgence of conflict in southern Chad, the commencement of the repatriation of Burundi refugees and new influxes of Angolans into Congo and of Chadians and Sudanese into the Central African Republic.

71. In September 1992, Angola, emerging from a bitter 16-year war and with the first democratic elections in its history, was a country of hope. Angola's reality today is one of devastation as a result of the resumption of hostilities following those elections. Of the nearly 2 million people currently in need of emergency relief assistance, tens of thousands have become internally displaced, victims of the continuing conflict between the Government and the União Nacional para a Independência Total de Angola (UNITA). WFP continues to provide food for needy nationals, while UNHCR's present programme of protection and multi-sectoral relief and rehabilitation assistance benefits refugees and some 100,000 returnees, as well as needy nationals and displaced persons in returnee areas. This is consistent with the pursuit of solutions and the prevention of perennial refugee flows in border regions.

72. In the enclave of Cabinda there was an outbreak of fighting between Government forces and the Frente de Libertacao do Enclavo de Cabinda (FLEC) in October 1992. These conflicts led some 10,000 Angolans to seek asylum in the Congo.

73. Beginning in February 1993, the Central African Republic faced an emergency situation caused by the influx of Chadian refugees, who numbered 18,000 by May 1993. UNHCR has provided emergency assistance to all new arrivals, including over 9,700 who were transferred to Boubou settlement in early May.

UNHCR has increased its presence in the Central African Republic to address this new influx.

74. With respect to Rwandese refugees, the Dar-es-Salaam Declaration of 19 February 1992 entrusted to the Organization of African Unity (OAU) and UNHCR the establishment of a plan of action for durable solutions to this 30-year-old problem. There are an estimated 500,000 Rwandese refugees residing mainly in five neighbouring countries. During the reporting period, peace negotiations were held between the Government of Rwanda and the Rwandese Patriotic Front (RPF), facilitated by the Government of the United Republic of Tanzania, under the auspices of OAU. A cease-fire agreement was signed in July 1992 and an agreement on the rule of law was signed in August 1992 stating that the return of Rwandese refugees to their homeland is an inalienable right. An agreement on power sharing was signed in two parts in October 1992 and January 1993. During the peace negotiations there were discussions on the question of Rwandese refugees that were attended by UNHCR, OAU, representatives of Governments concerned and representatives of refugee communities from neighbouring countries. An agreement concerning early repatriation and reintegration of Rwandese refugees was signed by the two parties on 9 June 1993. The comprehensive peace agreement was signed on 4 August 1993. In the interim, the provision of assistance to Rwandese refugees in countries of asylum will continue while the finalization of a plan of cooperation for large-scale voluntary repatriation and reintegration gets under way. Other durable solutions are being sought for those who wish to remain in countries of asylum.

75. Some 40,000 Burundi refugees repatriated mainly from Rwanda, the United Republic of Tanzania and Zaire in 1992, and 1,435 during the first quarter of 1993. The results of the presidential and legislative elections in June 1993 may have an important impact on the number of refugee candidates for voluntary repatriation above the expected 25,000 figure.

76. In 1992 and the first quarter of 1993, 14,000 Chadian refugees from western Sudan were repatriated. Following the outbreak of armed conflict in southern Chad in January 1993, 17,000 Chadians crossed the border into the Central African Republic.

Southern Africa

77. The General Peace Accord concluded in October 1992 between the Government of Mozambique and RENAMO has paved the way for one of the largest organized repatriation movements ever carried out by the United Nations in Africa. At the end of 1992, UNHCR was assisting over 1.2 million Mozambican refugees in settlements and camps in Malawi, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe. A further estimated 500,000 Mozambicans of undetermined status also reside in Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe. By May 1993, some 175,000 refugees had already returned spontaneously to Mozambique, mainly from Malawi.

78. Working in close cooperation with other United Nations agencies and NGOs, and in consultation with UNOHAC, UNHCR has drawn up a plan of operations for the repatriation of Mozambican refugees. In May 1993, UNHCR launched an appeal for the repatriation and reintegration of Mozambican refugees in the area of $203.4 million, of which $55 million are needed for activities in 1993. Among

the planned activities is mine clearance, in view of the substantial number of land mines and other unexploded ordnance in the country which pose a threat to the lives and safety of returnees. UNHCR is working closely with UNOHAC to ensure that returnees as well as the estimated four million internally displaced persons are integrated into the long-term reconstruction and development programmes of the World Bank, UNDP and FAO.

79. With regard to South Africa, by the end of 1992, 10,957 refugees had registered for voluntary repatriation, of whom 6,604 returned to South Africa under the auspices of UNHCR, in close cooperation with the International Organization for Migration (IOM). It is hoped that the multiracial and democratic elections planned for April 1994 will allow greater UNHCR involvement with all refugees and returnees inside South Africa, including Mozambicans.

Conclusion

80. UNHCR expenditure and allocations for assistance in Africa in 1992 totalled $284.4 million, of which $186.9 million were made available from General Programmes funds and $97.5 million from Special Programmes funds. The initial 1993 General Programmes target approved by the forty-third session of the Executive Committee was $142.4 million while the approved revised 1993 General Programmes appropriation is $172.4 million. The amount required for Special Programmes in 1993 was estimated at $213.0 million at mid-year.

81. Recognizing the dual impact of the presence of refugees on the environment and of the hostile environment on the well-being of refugees, UNHCR has been reinforcing its efforts to address environmental problems in the following ways:

(a) By adopting a more ecologically sensitive approach in the planning and implementation of refugee site management. For instance, fuel and fuel-efficient stoves are increasingly provided, and an improved design for a drainage/waste water system is applied in many sites;

(b) By undertaking studies in the sectors of shelter, water and sanitation to minimize the impact on the surroundings and improve the conditions of refugee camps and settlements in an ecologically sound manner;

(c) By recognizing that refugees themselves are an important collective force for positive change. Through the People-Oriented Planning training programme and greater refugee participation in the development and implementation of UNHCR programmes, awareness of environmental conservation and the role of refugees in the participatory actions is being promoted;

(d) By providing funds for reafforestation projects implemented by Government departments and NGOs, for example in Guinea, Malawi, Rwanda and the Sudan.

E. Food and Agriculture Organization of the United Nations

82. The FAO Global Information and Early Warning System on Food and Agriculture (GIEWS) assesses and monitors crop and food supply conditions and the food requirements of the population, including refugees, returnees and displaced

persons in Africa and other regions. Monitoring is intensified in countries actually experiencing difficulties or where the potential for problems arising from man-made and natural causes is high. Accordingly, intensive monitoring of the food supply situation is in progress in drought-affected western, central, eastern and southern African countries coping simultaneously with the impact of refugees, returnees and displaced persons. The assessments are provided to the donor community in order to mobilize the required international assistance. In addition, FAO provides inputs to the consolidated United Nations inter-agency appeals for international assistance in the Horn of Africa, southern Africa and other affected regions which are host to refugees, returnees and displaced persons. FAO works closely with the Department of Humanitarian Affairs in the preparation of the appeals.

83. Reflecting its firm commitment to relieving the suffering of refugees, returnees and displaced persons, GIEWS has participated in the Department's monthly consultations on new flows of refugees and displaced persons since mid-1991.

84. FAO, through its Food Security Assistance Scheme, continues to provide assistance to African countries on the formulation of national disaster preparedness plans. FAO also assists in the establishment of national and regional early warning systems as components of food security arrangements, which promote stability of supplies with an emphasis on vulnerable groups, including refugees, returnees and displaced persons.

85. In addition, over the past year $14 million have been earmarked for emergency assistance to refugees, returnees and displaced persons in Africa through FAO's Office for Special Relief Operations (OSRO). The inputs provided by OSRO (e.g. seeds, agricultural tools and veterinary medicines) aim to promote self-reliance in food production.

F. International Fund for Agricultural Development

Mauritania

86. In Mauritania, IFAD is engaged in two projects providing assistance to internally displaced persons and returnees who fled to Senegal following the disturbances of April 1989: the Second Agricultural Rehabilitation Programme (the M'Pourié Irrigation Scheme Rehabilitation component); and the Mahama Improved Flood Recession Project.

Second Agricultural Rehabilitation Programme

87. This $18.4 million programme has three major components: the development of seeds; the monitoring and evaluation of irrigation projects; and the rehabilitation of the M'Pourié irrigation scheme. The contribution of IFAD to the programme, totalling around $11 million, is being used to finance the rehabilitation of the irrigation scheme.

88. In addition to the 820 farming families already cropping under the scheme, about 250 returnee families (2,500 persons) are also to be settled. The

majority of these families will be allocated plots with full security of tenure, on condition that their crop production meets the requirements of the programme.

89. About 10 per cent of the returnee families who were running small businesses in Senegal before returning to Mauritania will benefit from inputs, marketing facilities and credit operations foreseen under the programme. Together with other farmers and farmers' groups, they will benefit from medium-term credit for the purchase and operation of small-scale processing equipment, transport and storage facilities and agricultural machinery which could be used for a hire service.

Mahama Improved Flood Recession Project

90. The aim of this project is to improve a traditional production system based on flood recession farming. By providing the infrastructure for flood control in four of the natural depressions along the Senegal river, the project will increase the arable land area from 2,000 ha to about 11,500 ha.

91. The technological inputs will be complemented by the following components: promotion of a restructured system of land tenure, supported by efforts to secure compatibility between the demands of crop growers and cattle herders; training of project beneficiaries to assume management responsibilities; strengthening of farmers' organizations; support for a credit cooperative; and encouragement of beneficiary participation. Some 25,600 people, including returnees, should benefit directly from the project. The total cost is $12.4 million, of which IFAD is providing $10.9 million.

Mali/Niger

92. In northern Mali and northern Niger, IFAD is concerned with two agro-pastoral development programmes based on the participation of the local population: the Mali Kidal Food and Income Security Programme, approved in 1988; and the Niger Special County Programme, approved in 1987.

93. In addition, consultations between the Governments of Algeria, Mali and Niger, facilitated by IFAD, led to the approval in 1989 of a protocol of agreement of a plan of action for assistance for the return and reintegration of displaced populations from southern Algeria to their homes in Mali and Niger. By mid-1990 all the returnees had resettled in their homes; social unrest caused by the Tuareg rebellion, however, has hindered the continued implementation of the plan of action and even provoked a renewed flow into southern Algeria. IFAD has agreed to assist in updating the 1989 plan of action for assistance to Malian displaced persons. A new Plan of Action was approved by Algeria, Mali and IFAD in February 1993, in active collaboration with UNHCR, UNICEF, WFP and UNDP. According to this plan, the voluntary repatriation is to be coordinated by UNHCR with assistance from UNICEF, WFP and other donors, to ensure that the return of displaced populations takes place in step with the development of local absorptive capacity. This is to be financed by IFAD in the context of the Kidal Food and Income Security Programme.

Senegal

94. In Senegal, two activities are foreseen to help repatriants from Mauritania: the Second Small Rural Operations Project; and the Agricultural Development Project in Matam.

95. The objective of the Second Small Rural Operations Project is to assist some 1,500 Senegalese fishermen to repatriate from Mauritania. The fishermen are to be organized into 300 small groups and will be provided with boats and fishing tackle. They will also be trained in small enterprise management. The project is estimated to cost $28 million, of which IFAD will provide a loan of $6.3 million and the remainder will be provided by co-financiers and the borrower.

96. Some 7,000 persons from Mauritania (farmers, pastoralists and artisans) live in the area covered by the agricultural development project in Matam. The project aims to promote their reintegration into village communities and ensure their access to irrigated land. The total project cost is $27.6 million, with IFAD providing a loan of $16 million.